

Respect for workers worldwide



Independent Evaluation of the ETI Sandstone Program, Rajasthan



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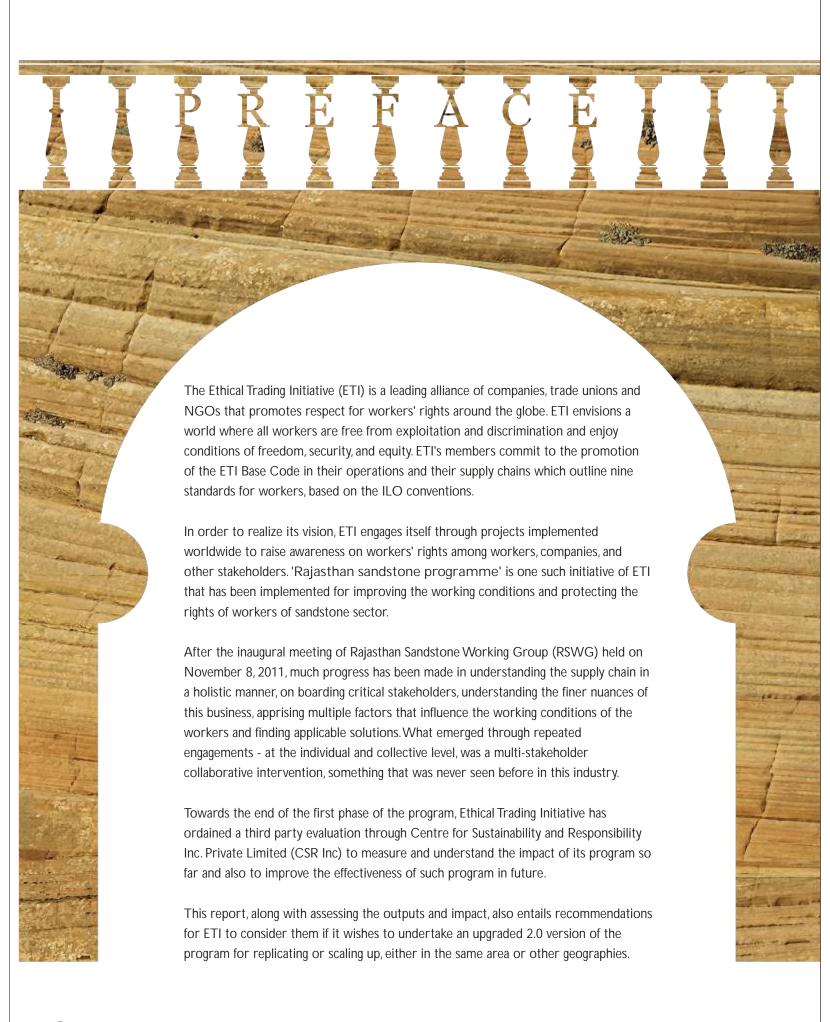
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List of abbreviations

CSR	Corporate Social Responsibility
CSR Inc	Centre for Sustainability and Responsibility Inc
СоР	Communication on Progress
DGMS	Director General of Mines Safety
ETI	Ethical Trading Initiative
FGDs	Focus Group Discussions
FCO	Foreign and Commonwealth Office
ID	Identity Document
M&E	Monitoring & Evaluation
MoMs	Minutes of Meetings
NGOs	Non-Governmental Organizations
PPE	Personal Protective Equipment
REHAB	Rajasthan Environment Health Administrative Board
RSWG	Rajasthan Sandstone Working Group
SDGs	Sustainable Development Goals
SFNS	State Forum on Natural Stones
SHRC	State Human Rights Commission
SOP	Standard Operating Procedures
TUs	Trade Unions
UNGPs	United Nations Guiding Principles



Executive Summary



ETI, with the funding support from FCO, initiated a multiyear Sandstone Program in Rajasthan in 2013. The foundation of the program was, however, laid in 2012 by ETI with its members of the RSWG who wanted to address their concerns that were associated with the working conditions in their supply chains in the sandstone sector.

The 2013-15 Sandstone program focused on lateral engagement with multi-stakeholders of the sector to address core labour rights issues under the United Nations Guiding Principles (UNGP) framework. The ETI Sandstone program, therefore, undertook multiple approaches to impact lives of workers in the sandstone sector. Under its approaches, ETI worked on the ground in close collaboration with stakeholders including company owners and management, workers, trade unions, NGOs and government agencies. The program, as per the original schedule, completed its term of 22 months under the FCO funding support in March 2015.

Although the program continues through the financial support of the company members and ETI, an independent third party evaluation was initiated to assess the performance of the program from the multiple perspectives. Centre for Sustainability and Responsibility Inc (CSR Inc) from New Delhi conducted the evaluation study in June-July 2016. Document review, a field survey, interviews, focus group discussions, telephonic discussions, and observation, were the main tools used in the evaluation.

The findings of evaluation found that the program has made satisfactory success by meeting and achieving a

significant part of the intended outputs. The program has been found to have built the capacity of business and civil society to address core labour rights issues that are in alignment with UNGPs. This was the most challenging feat which was critical for setting up a strong foundation for the success of the program in the long term. ETI succeeded in doing so.

The evaluation affirms that the program has met one of the expected outputs in terms of creating an enabling environment for stakeholders to come together for discussing the issues of the sector. Despite having several strategic and operational challenges, the program made adequate progress in bringing all parties concerned together who involved and engaged in discussions to seek workable solutions. The key activity of the sandstone program that included multi stakeholder workshops, roundtables, and meetings was found to have facilitated a good beginning for building a bonding among stakeholders. The multiple and continuous engagement process resulted in eliminating the prevailing distrust and disrespect among the stakeholders for each other. The closeness between businesses and NGOs, not only assisted them to face each other constructively on issues, but also helped them appreciate each other's position. This process enabled them to work jointly in finding solutions. The findings of the evaluation suggest that companies found themselves benefitted from their regular participation in multi stakeholder consultations; received knowledge on the sector-specific issues, perspectives of stakeholders on the business practices and feasible solutions for those problems. The program helped businesses to understand their responsibilities towards undertaking mitigation measures to correct their practices and bring remedies for gaps when

detected. As a result, companies initiated some steps to achieve improvement in working conditions. As a result, the program enabled some positive changes to happen such as improved facilities at the working sites, provisions for PPEs, use of wet drilling and cutting in quarries and processing factories, first aid and medical assistance and incorporation of policies on EHS and prohibition of child labour, etc. However, the evaluation of its outcomes finds that these are some initial changes, though they are small and fragmented at the moment. But, they are in the right direction for making enabling conditions for effecting significant shifts in the future.

The other change found in the evaluation shows that the program satisfactorily succeeded in mobilizing and activating NGOs for their desired participation in the program. NGOs were found to have aligned their activities to the objectives of the program; worked in tandem with companies and the governmental agencies accordingly. The process facilitated in achieving some results (changes) in the areas of workers having access to ID cards, accidental insurance and silicosis detection test and compensations, etc.

The findings however also indicate that the engagement was found restricted to a limited number of NGOs (12) while this figure could have been bigger. The finding also suggests to review the over dependence of ETI on Aravali and recommends, therefore, to bring into the fold as many large size local NGOs with their experience of working in the same area and sector.

The evaluation further examined the engagement of ETI with the governmental departments and agencies vis-avis the intended output for their improved capacity from the program that supported and encouraged the state government in protection and remedying of labour rights issues in the supply chain of the sandstone sector. The program was found to have met some success from the viewpoint of ensuring participation of governmental agencies in the multi stakeholder consultations as 21 officials from 16 departments/agencies including SHRC were reported to have participated in the different events. However, the evaluation could not find connections between the participation and the results as claimed by ETI in want of sufficient evidence which would have substantiated those claims. In a similar fashion, the program engaged with four trade unions, but the engagement was not found to have gone beyond their participation in events. However, it cannot be denied either that the program is in the initial phase of pursuing big outcomes in the long term.

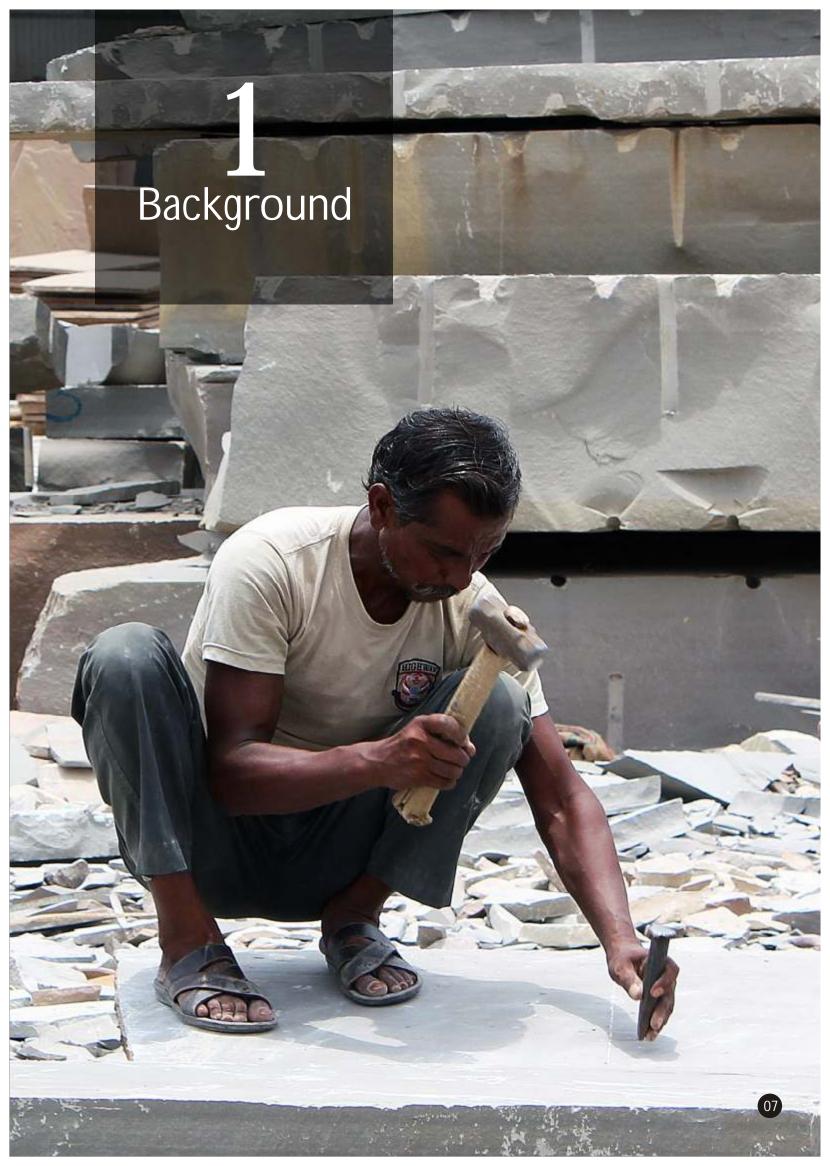
The program was found to have met the initial objectives by addressing the concerns of ETI members who wanted the program to deliver results in terms of improvement in working conditions in their supply chains. Since the size of suppliers is so small (18), it is not sure at this stage how many of them will retain and sustain these changes to make them permanent even in changed circumstances in which export business go down. Although conceptually, the results have potentials to influence and impact a large number of counterparts or competitors of the sector, it was found that it would be ambitious to make such expectations now.

Further, the program's results vis-à-vis the UN Guiding Principles on Business and Human Rights was found to be in alignment. Although original attempts were made to develop and align activities of the program with the specific requirements of the program outputs, some activities, by default, were aligned which resulted in some unintended impact, although modest, especially under Pillar II and III of the UNGPs.

Interestingly, it was found that the program was in alignment with SDGs too. Although the program did not intend to achieve results in alignment with SGDs, the evaluation included the scope of mapping the performance of the program through SDGs. Subsequently the evaluation found that the ETI program directly supported and complemented as many as three targets of Goal 8 of the SDGs. The program finds merit and potential to make indirect contributions to achieving multiple goals, no. 1, 5, 9 and 17 as well. This is an example of reaching an unintended result of making positive impacts in the long run.

The evaluation finds the best result the program produced was laying a solid foundation for collaborations under the State Forum on Natural Stone (SFNS). The SFNS as a local institution of stakeholders has merit and potential to take the baton from ETI to lead the program and bring sustainable changes in practices. However, it lacks organizational capacity and direction at the moment which needs to be build.

The evaluation also looked into the processes and approaches as adopted and applied for the planning and implementation of the program; most of them were found to be working well. While some of the processes were considered dynamic, some are just ordinary and needed review and strengthening. Finally, the evaluation report includes some recommendations which are based on the careful analyses of the findings of the evaluation and are offered in this report for the consideration of ETI towards effecting improvement.



1.1 About the sandstone sector and issues

India is rich in natural stone with an estimated reserve of 1,000 million tons which is found in the states of Rajasthan, Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Karnataka, Madhya Pradesh, Meghalaya, Mizoram, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh, Orissa and West Bengal.

The state of Rajasthan is one of India's largest producers of sandstone. Over 1700 companies are engaged in the excavation of sandstone* and another set of enterprises in large number is involved in stone processing business and export. While the majority of this stone stays within India's domestic market, around 280,000 tons is shipped each year to the UK alone (approx. 4% of production), ending up in driveways, patios, and pavements. Mining/Quarrying and Processing are two major business

Issues of the sector: Although the natural stone sector is big and the business has been prospering and found to be doing well, a number of issues have been reported in the sector, such as:

• Child labour and bonded labour are the leading concerns

activities of the sector.

- Workplace safety in mining and processing factories is reported to be below the standards
- High cases of Silicosis to inhalation of stone dust is reported to be a common disease among mine workers and detected as the reason for early death among workers, whose families were left behind after them to languish without any social security net cover such as life insurance or financial compensation. The average age of workers who die early due to silicosis is estimated at 35 years.

- In general, overall poor working conditions for workers is reportedly found all across in the sector; workers do not have access to some basic facilities such as potable water, toilets, and shed, etc.
- Discrimination of all types such as gender, wage, and employment, etc. are found to be widespread
- Several reports in the public domain have informed about gross violations of human rights such as workers are denied their rights to the decent living of standards, safe & healthy working conditions, living wages, and equality, etc.

Governments are often reported for having failed in ensuring the welfare of workers. Despite having a good collection of taxes and cess which are meant for spending on the welfare of workers, there are hardly any welfare schemes that take care of workers well being. Given the scenario 'Doing' ethical trade is much harder than it sounds. Modern supply chains are vast, intricate and span across the globe. Labour issues are themselves complex and challenging.

On the other hand, ethical and responsible business in the developed economies has become a pre-condition for the sustainability of business, which is slowly becoming a global norm. Apart from governments legislating laws, civil societies and other stakeholders are pushing companies hard for not only doing ethical business in their own setup but also in supply chains. Ethical sourcing, therefore, is the key to the success of doing sustainable business for companies in/from developed markets.





1.2 Inception of the ETI Rajasthan sandstone program

The European and the UK-based member companies of ETI have been sourcing sandstones from Rajasthan, India. Under their commitment to ETI towards doing ethical and responsible business, they wanted to address prevailing issues concerning overall poor working conditions in their supply chains. This matter had emerged as a serious concern and a potential threat to

their businesses under compliance commitment to ethical sourcing in several dialogues with ETI. An idea was accordingly mooted and conceived by ETI and its members in 2011 to address these concerns by initiating a specific program on bringing improvement in working conditions in the sandstone sector.

¹Budhpura 'Ground Zero' Sandstone quarrying in India by P. Madhavan (Mine Labour Protection Campaign) and Dr. Sanjay Raj at http://www.indianet.nl/budhpura.pdf



The ETI members comprising companies, NGOs and Trade Unions from Europe (primarily the UK) came together to form "The Stone Group". This group discussed a number of issues in India, China, Vietnam sourcing, etc. A number of reports and campaigns were released around 2011 highlighting the issues in the Rajasthan sandstone supply chain. This coupled with ETIs new strategic direction of its program at the time led to the formation of the tripartite Rajasthan Sandstone Working Group (RSWG).

The RSWG wanted ETI to play a significant role in facilitating their suppliers in Rajasthan to acknowledge the problems associated with working conditions in their mines/quarries and factories, and then provide the required assistance to them for undertaking a conscious business decision to improve practices that meet and go beyond the minimum requirements of doing ethical trading.

In order to mobilize financial resources for a program of work which was apparently a great challenge, ETI submitted a project proposal to the Foreign and Commonwealth Office (FCO) Human Rights and Democracy Fund, under the thematic priority 'business and human rights.' Having found common threads between the two independent thoughts of FCO and the RSWG, which wanted to address the similar problems of the sector in their own ways, though, ETI developed a tailor-made proposal based on the initial identified objectives by stakeholders. The program proposal, therefore, removed the rigidness and allowed permeability to supplement and complement each other's objectives. Consequently, FCO approved a 22-month program (2013-15).

The purpose of the program was to improve multistakeholders' capacity to address human rights impact in



the Rajasthan sandstone sector in accordance with the UNGPs. The program also aimed at engaging with workers to have improved access to theremedyfor human rights abuses through the integration of effective grievance mechanisms into company procedures. A wide range of activities were, therefore, planned which were directed to achieve the following intended outputs at the end of the program in 2015:

- Raised awareness of the UNGPs across the sector and among a variety of stakeholders
- Strengthened capacity of government and businesses to protect and respect human rights in sandstone supply chains
- Developed trust and cooperation between various stakeholders
- Locally-owned dialogue structures which will continue beyond the project life cycle through an established multi-stakeholder forum
- Increased multi-stakeholder capacity to meet human rights obligations
- Increased awareness amongst businesses of local government and state-run welfare provisions which benefit workers
- Increased dialogue and collaboration between UK and EU businesses and local Indian stakeholders
- A developed set of replicable practical tools &guidance used by businesses in the sector and beyond

In order to achieve the above outputs, under the program, ETI started to work on the ground in close collaboration with stakeholders including companies, workers, trade unions, NGOs and governmental agencies which facilitated the formation of a local multistakeholder forum, the State Forum on Natural Stones (SFNS) and facilitated collaborative ways of working to arrive at local solutions.

1.3 Need for independent evaluation

While the FCO support came to an end in March 2015, ETI kept the momentum continued post-March 2016 with the funding commitment from ETI RSWG company members. However, before taking it forward to the next phase, ETI decided to commission an independent evaluation of the program to understand the performance in terms of meeting program's primary objectives and enabling initial changes in the short term that laid the foundation for making intended impacts in the long run. Of late, several members resigned* their membership from ETI, leaving CED, Hardscape, Marshalls and Natural Paving as companies in the ETI working group. It is a natural phase of the project cycle where ETI decided to evaluate what has been achieved and how ETI will be most strategically placed to continue working in the area.

The overall purpose of the evaluation was to determine changes and impacts of the program from the following perspectives:

- a. To what extent has the program achieved its objectives/goals
- b. To what extent have the 'processes' been efficiently and productively used
- c. Where does the program stand today vis-à-vis its ability or potential to continue to direct its efforts sustainably

d. To explore the degree to which the program has demonstrated its alignment with UNGPs and has made business and government adopt and practice its principles at least, in spirit, if not in letters

However, the underlying objective of this evaluation exercise is to take some lessons from it to improve the effectiveness of such programs in future. Therefore, the purpose includes the formulation of recommendations for ETI to consider if it decides to continue or replicate the same, either in the same area or other geographies.

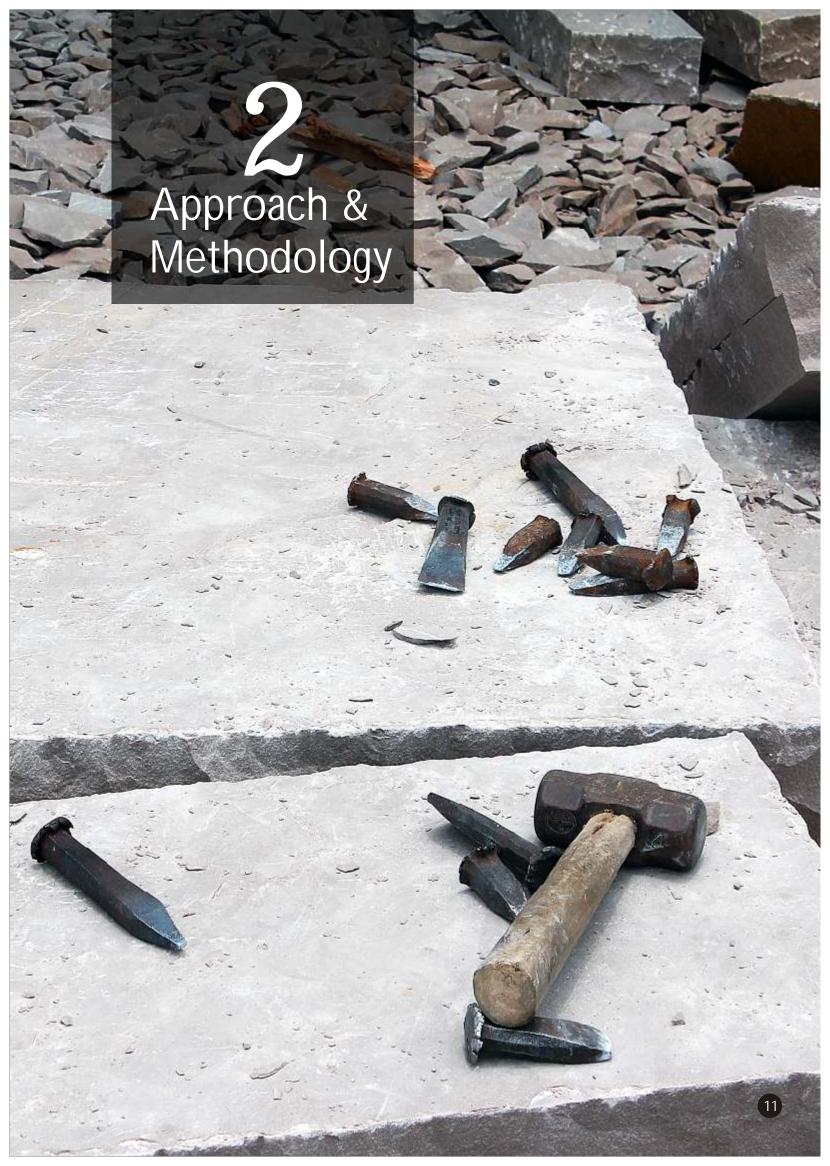
The evaluation is expected to include an analysis of the effectiveness of the program's approach to supporting businesses and their social partners to implement the UNGPs, for example to:

- a) Support and encourage governments in the protection of human rights in their supply chains
- b) Improve business' ability to respect the rights of workers in their supply chains
- c) Improve the ability of workers to seek and gain remedy when rights are denied





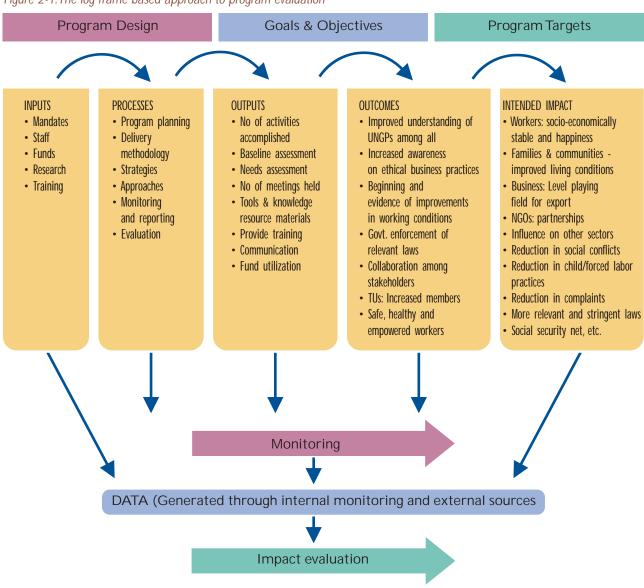
* http://www.ethicaltrade.org/about-eti/our-members/previous-members



A cohesive and integrated approach was adopted for the evaluation study to assess tangible and intangible changes as a result of the ETI program in Rajasthan. The approach was wide-ranging to capture differentials between now and before.

An analytical approach was used to assess the changes and early impact of the program. The approach helped to understand the processes and its impact on the program evolution, implementation and direction. Each initiative/activitywas analyzed from the perspective of inputs-processes-outputs-outcomes-impact. An outline of the same is presented in the illustration below (Figure 2-1).

Figure 2-1:The log frame based approach to program evaluation





2.1 Sample size

The Sample Frame included workers, business, government, NGOs and Trade Unions including ETI members who were involved and engaged in the program.

Our study, therefore, included 9 out of a total of 18 participating export companies, 29 workers of these 9 companies, 4 of 12 NGOs, 1 of 4 Trade Unions, 1 government official of 16 government departments/agencies, 1 SHRC member and 5 ETI members. Our direct and virtual (with ETI members and one respondent each from a Government agency and TU) interactions gave us a unique insight into everyone's views on the ETI program for improving working conditions of workers in the sandstone sector in Rajasthan, India. A detailed list of the same is attached as Annexure I.

2.2 Field visit

For the purpose of interviews and interaction, an assessment team of four members visited the selected sites in the districts of Kota, Bundi, Jaipur, Karauli and Ajmer for 9 days from 6 July through 14 July 2016, and conducted the field research, after due consultation with the staff from ETI. The team could not visit Jodhpur for one-on-one discussion with a representative of a Trade Union. Instead, the team spoke with him over the phone. The field work included interviews, FGDs and field walk for observations.

2.3 Methodology

The methodology used for the evaluation of the program included a structured and observatory study of the program to understand and analyze the achievements of the program regarding immediate changes as outputs in the short term, and early signs of changes as intended impacts in the long term. The study used qualitative evaluation approaches through a collection of both primary and secondary data, document review, key informant interviews, field-based interviews, and focus group discussions (FGDs). The semi-structured interview schedules were administered for data collection from sample representatives of stakeholder groups entailing owners/management, workers, NGOs, ETI members. Trade Unions, state human rights commission (SHRC) and government agencies (Annexure I).

The in-depth discussions with stakeholders, and then their analyses have provided pertinent information about the current state and changes in the working conditions. Qualitative data, however, was found to be more

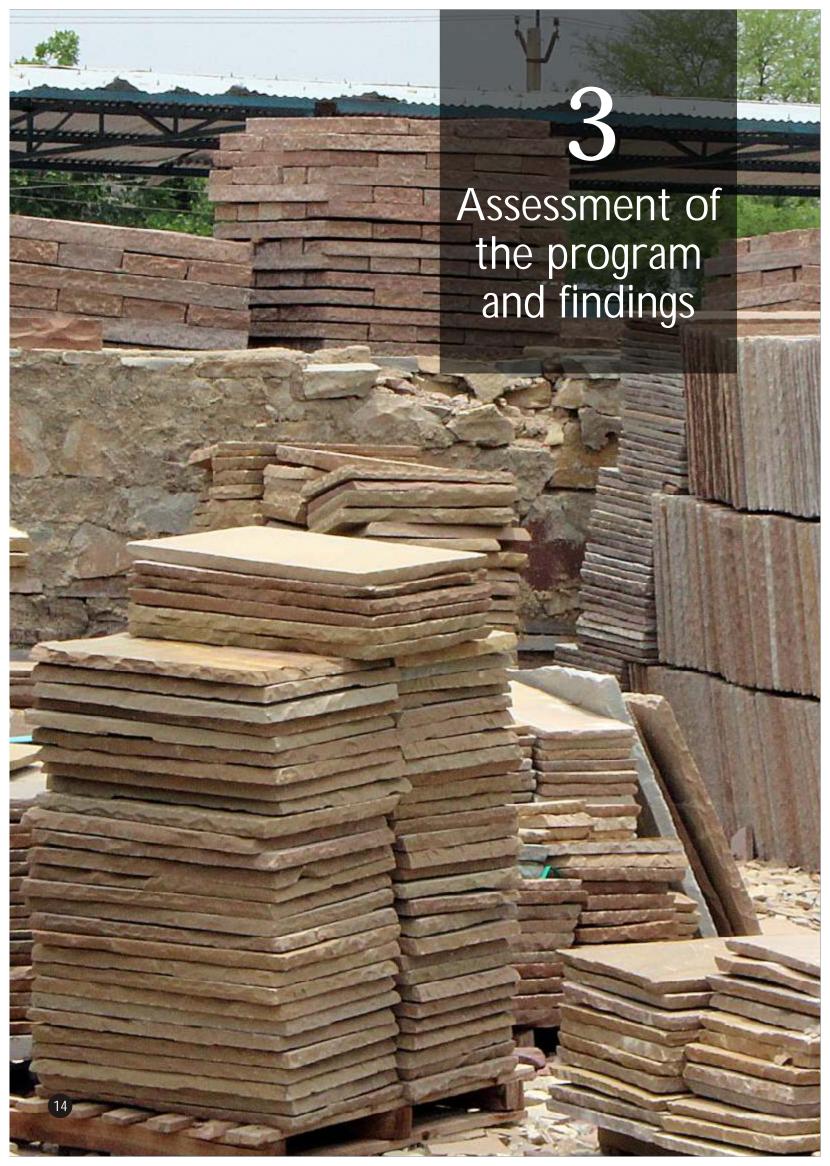
beneficial in providing deeper insights into understanding the role of ETI in catalyzing the changes towards improved working conditions.

2.4 Limitation of evaluation study

- 1. Time: One month in all for the impact evaluation for such a big program was challenging for us. Although we traveled extensively and tried to reach out to a broader range of stakeholders, we felt it would have been better if more time were given for the evaluation.
- 2. Sample size: Given that the program had a wide range of stakeholders who were geographically apart, we had no option other than restricting the sample size to complete the evaluation with the stipulated time frame of 20 days. The number and names of stakeholders were suggested by the program coordinator of ETI. Although we were not satisfied with the size of the sample, we managed to extract information to our minimum satisfaction for the evaluation study. We wanted more and meaningful engagement with govt which could not happen to our satisfaction for the study. Also, because of low number of workers (ranging from 15 to 60/70 per company) in 8 companies (processing units), we could engage with small representative of workers at each site which totalled to 29. At the mines in Bundi, we were told that attendance of workers was thin that very day because of some festivals.
- 3. Lack of quantitative data: Though the strategy of the study entailed in it a mix of quantitative and qualitative analysis, quantitative data did not prove relevant and appropriate due to the small sample size of respondents. While we succeeded in quantifying some of the outputs, we found the same challenging to quantify the outcomes/changes or short-term impacts of the program. We depended on the information that has been provided in several reports, written documentation and interviews with stakeholders. We also acknowledge the fact that not all components which make up a program are recorded.



Evaluation team interacting with workers during the field visit:



This chapter of the report includes in it the evaluation of activities undertaken during the program period between 2013 and 2016, outputs they delivered, and assessment of the cumulative effect of those outputs on making some proposed change and desirable short-term impacts in separate sections.

The first section (3.1) presents mapping of activities ETI planned and implemented along with outputs achieved, while the second section (3.2) peeps into the simple effect of activities and their outputs in terms of positive changes the outputs have induced to happen them at the factory level along with changes in the behaviour and

practices of stakeholders are presented in this section. The third section (3.3) is about the likely impacts in the long term. Does the program, which is in its initial years, have much to offer in the future; has it seeded many intended as well as unintended outcomes that will bring transformational change in the lives of workers are some questions this section tries to analyze. The section (3.4) is a special section that presents the program in the context of UNGPs and SDGs. The last section (3.5) reflects on the ongoing relationship with members of the RSWG.

3.1 Assessment of program implementation

In order to remain in alignment and to achieve the envisioned objectives and outputs, the ETI Rajasthan Sandstone Program included in it a wide range of activities, which were bundled together according to their character and type and put under broad thematic categories for the evaluation:

3.1.1 Multi-stakeholders consultations

As per the plan, ETI organized and conducted multistakeholder consultative workshops, roundtables, and meetings. This activity was planned to meet two specific needs of the program:

- a) To raise awareness on UNGPs (a) among government for its duty to protect against human rights abuses, (b) among businesses to respect the rights of workers and (c) in workers to provide knowledge and enable them to have access to remedy for human rights abuses;
- b) To engage with broader stakeholder groups to bring them together so as to enable them to discuss cooperatively and transparently those issues which are associated with the business and human rights in mines and factories of the sandstone sector and find practical solutions that have an impact on improvement in the working and living conditions.

Outputs:

- As reported (ref: ETI documents), ETI successfully held 13 workshops, roundtables and meetings which were attended by a total of 318 participants altogether from 18 companies, 12 NGOs, 16 government department/agencies, SHRC, and four trade unions including ETI members from the UK;
- These events covered discussions and knowledge sharing on a wide range of subjects such as UNGPs, labour laws dealing with equal employment opportunities, minimum wages, discrimination, leave;

health & life insurance; health hazards with focus on silicosis and treatment protocols; unsafe working conditions and safety appliances(PPEs); separate laws dealing with child and forced labour; labour rights to freedom of association and collective bargaining, right to compensation; and access to basic facilities such as drinking water, toilets and shed, etc.

Observations:

- a) From our interactions with the stakeholders during our field study, we found that Multi-stakeholders events turned out to be a great knowledge sharing platform for all on technical aspects of issues, existing laws and Acts, legislative insulations and probable practical solutions. There were clear signs of attitudinal shifts among companies towards the labour issues, in general, they had softened their stands and wanted to be more compliant first and integrate changes in phases. NGOs companies trust gap was found to be bridged. Both were found to be respecting each other as a consequence of the program.
- b) The primary purpose of this activity, therefore, was understood to have met. However, a great number of other issues and concerns relating to the practices in the sector also were found to have been discussed.



Multistakeholder Roundtable.

3.1.2. Development of tools

and guidance documents

Under the program, with an objective to provide knowledge



inputs and facilitation for catalyzing improvements in business practices, ETI planned to develop tools and guidance documents at the beginning of the planning phases. However, the same were corroborated by the stakeholders later as they emerged as the 'felt need' in some of the early discussions held in multi-stakeholder consultations and roundtables. Stakeholders, mainly the member companies and their suppliers, felt the need for some sector specific tools and guidance manuals. Subsequently, for companies to know and assess human rights risks; workers to learn about their legitimate rights; ETI member companies and suppliers to know principles of ethical trading, etc., ETI developed some practical guidance manuals and tools for each one of them separately.

Outputs:

ETI's activities culminated into development of following educational communication materials, tools and guidance manuals:

- 1. A "Hazard Identification & Risk Assessment Matrix" tool for companies to identify business risks along with human rights risks
- 2. A passbook for piece-rated and daily workers to keep account of their attendance and wages
- 3. A leaflet giving complete knowledge on silicosis for workers
- 4. A short documentary for workers to increase their knowledge and awareness of labour rights (workplace induction video)
- 5. ETI developed three guidance documents for business and civil societies: (a) ethical sourcing, (b) grievance mechanism and, (c) legal review of human rights and laws in Rajasthan (applicable to the sector)
- 6. Knowledge materials (leaflets) on ETI base code

Observations:

The guidance manuals, risk assessment tools, and knowledge materials are very useful, though, the use of them, as reported by companies and workers, was found to be limited. Although companies (surveyed) were aware of these manuals and tools, most of them were, however, not found to have put them to use. Workers from nine companies whom we interacted were not even adequately aware of Passbook and use of it.

3.1.3. To carry out research and needs/baseline assessments

ETI included and conducted some research and assessment studies towards generating local level information and understanding on matters such as legislative framework, workers' needs, baseline information, and trade union activities, etc. to benefit the program in setting up appropriate directions for achieving the intended milestones.

Outputs:

Following research and assessment studies were commissioned under the program by ETI, which were successfully conducted:

- 1. A baseline assessment was conducted by an independent agency
- 2. The needs assessment of workers was done
- 3. Research into government guidelines and legislation and their alignment to UNGPs
- 4. Review of grievance procedures and trade unions

Observations:

It was found from the shared documents/reports, the two assessments baseline & needs - were conducted approx. a year later after the launch of the program. Though the output might have been met, the primary objective of conducting the assessments was impacted due to the delay.

3.1.4. Trainings

ETI included training as one of the important and integral activities of the program with a purpose to increase the knowledge and capacity of companies, workers, and NGOs on some of the operational and risks issues.

Outputs:

- 1. Training to Muneems (Finance supervisor/manager) and workers on the use of Passbook
- 2. Training to managers and owners on the use of the tool on hazard identification & risk assessment matrix and
- 3. Training to workers on silicosis with reference to the leaflet
- 4. Training to workers on the use of PPEs

Observations:

Training is critical to the success of the program. Training was found to have been conducted though, it was insufficiently done as number of training sessions were too few too far.

3.1.5. Engagement with stakeholders group

Engagement with stakeholders group remained the core activity of the program. It was the fulcrum of all the activities ETI planned under the program. Therefore, ETI took the strategy to engage with all the following key stakeholders.

3.1.5.1. Companies

The program, by design, wanted deeper engagement with the owners and management of companies. Given the ETI model and the mandate, 18 suppliers of the ETI company members only were included in this program.

Outputs:

- a)18 mining and processing companies (suppliers) joined in the program who took active participation in multi-stakeholder events and workshops;
- b) Their participation resulted in inducing confidence and motivation among other stakeholders;
- c) Suppliers regardless of their size formed and joined the RSWG India, a forum somewhat in line with the RSWG, UK.
- d) One on one engagement meetings of ETI officials with company owners/management

Observations:

All the suppliers companies interviewed (9) hold a very high opinion of ETI and the program. They were found very positive and enthusiastic towards the program; upheld their commitments to remain under the program. The number of companies, however, was assessed to be limited to 18 only, and that too spread apart geographically.

3.1.5.2. Workers

Workers constitute the very crux of this program. Therefore, the program targeted some activities intended for engagement with workers.



Outputs:

1. Mineworkers' representation in one of the multistakeholder meetings in which they shared workers'

- concerns. It facilitated ETI to formulate a clear understanding of issues relating to supply chain, workers' living conditions, and factors influencing the overall well being of workers
- 2. Participation of some workers suffering from silicosis at a multi-stakeholder event on policy and practice for better working conditions in a natural stone sector which was held in Jaipur
- 3. Needs assessment of three companies was conducted with workers in their respective factory set-up
- 4. ETI was reported to have visited some companies to interact directly with workers on silicosis and other health hazards; shared with workers and the management leaflets on silicosis and risk assessment.

Observations:

Attempts were made to involve and engage workers in events. However, the finding of evaluation points out the inadequacy of workers participation in the program. The program was not found to have seriously engaged with workers. In our discussions with workers (29), a majority of them were not aware of the program. Some did mention about their interaction with ETI official on the use of Passbook, but that was not sufficient for them.

3.1.5.3. NGO (Non-Governmental Organization)

Under the program, ETI planned and engaged with NGOs whom it considered as one of the key stakeholders to have power and capability to influence workers and communities.

Outputs:

- 1. ETI engaged with 12 local NGOs including Aravali, a government-backed network NGO;
- 2. Brought to the table the civil societies' views and perspective along with information and knowledge on the issues prevailing in the sandstone sector for discussions in the multi stakeholder events;
- 3. NGOs were introduced to UNGPs and their expected roles in the implementation of it.

Observations:

Engagement of ETI with NGOs was found to be good. NGOs actively participated in ETI events and expressed enthusiasm to work closely with ETI on the program; Field level NGOs such as DVS, GESVS and Manjari have been doing their work with workers for many years. The ETI program has further activated them to continue their good work under a framework of human rights. It is also observed that their association with ETI may help them structure their activities and forge new partnerships between themselves and companies.

It is evident from our interactions that the ETI program has positively impacted NGOs to work collectively for the cause of workers' improved conditions. However, it was also observed that the number of NGOs participating in the program was limited to 12 and further to a few number of organizations as not all 12 were found to be as active as the NGOs above were. More NGOs should have been brought into the fold for making meaningful and deeper impacts on the lives of workers and their families.

3.1.5.4. Trade Unions

Trade Unions being the key stakeholder on workers' issues were involved in the ETI Rajasthan Sandstone program. The purpose of their involvement was to ensure their representation in multi-stakeholder dialogues to take their critical inputs for the enrichment of the planning and delivery.

Outputs:

- 1. Four TUs from Rajasthan got involved in the program and participated in multi-stakeholder events/roundtables/meetings;
- 2.A focused perspective from workers' associations was ensured and brought to the discussion forums that helped stakeholders specifically companies know what views TUs hold for their businesses;
- 3. Trade unions also learned about UNGPs as a tool available for the protection of workers from human rights abuses.

Observations:

Although the sector is huge with approx. over 500,000 workers (unreported) engaged in mining/guarries and processing factories together, the union activity is almost absent in the sector. It was reported that since a large number of workers in the sector are migrants, Unions find difficult to enroll them. However, workers whom we spoke felt the importance of a TU though, the need for having it was not found so pressing for them. The president of a trade union from Jodhpur was stone worker himself who got into union activities and rose to this position. He, however, could not speak enough as to how the conditions of stone workers could be improved and what role a union could play in ensuring that. The involvement of TUs in the ETI program has to be converted into engagement for better awareness of rights among workers.

3.1.5.5. Government

ETlacknowledges the role of governments towards bringing systemic improvements to guarantee improved working conditions for workers in sandstone mines/quarries and factories. With an objective to do

advocacy for right policies and legislations, ETI planned some lobbying activities through engagement with the government agencies and departments:

Outputs:

- 1.16 governmental departments/agencies were involved in the program
- 2. Their involvement disseminated knowledge about respective laws and Acts on occupational health, with a focus on silicosis, safety at the workplace, social security net and other common concerns in the area of working hours, wages, leave, etc.

Observations:

ETI program has certainly brought stakeholders together which potentially have the power to do lobbying with governments for effecting change in some policies. The program was found to have raised concerns in public forums such as multi-stakeholder dialogues and have spoken on behalf of workers openly in those forums. Also, the program was found to have developed some guidance documents. Some internal reports of ETI claim to have achieved many successes in terms of successful advocacy for bringing specific changes in policies and regulations (as reported). They, however, need to be reviewed and authenticated with evidence. How much effective were those are subject to examination for affirming the claims.

3.1.5.6. State Human Rights Commission (SHRC)

ETI invited and involved the State Human Rights Commission (SHRC) of Rajasthan in the program. The SHRC is an autonomous statutory body responsible for the protection and promotion of human rights, defined by the Act as "rights relating to life, liberty, equality and dignity of the individual guaranteed by the Constitution or embodied in the International Covenants".

Outputs:

- Dr. MK Devarajan, Hon'ble member of SHRC Rajasthan, participated in the main multi-stakeholder workshops that were held in Jaipur;
- Dr. Devarajan shared and informed the role of SHRC in promotion and protection of human rights with special reference to the commission's work on silicosis.



Focused meeting with NGOs.

Observations:

The involvement of SHRC through Dr. MK Devarajan was ensured. However, the involvement did not go beyond his participation in events, as told by Dr. Devarajan in an interview. His involvement in events could have been capitalized further to the extent to which it was converted into a deep engagement. SHRC has the power to influence the government for effecting changes in policies and regulations. It is, therefore, a very important body for ETI.

3.2. Changes the program enabled them to happen

The program activities, outputs, and processes collectively have enabled some positive changes to happen in some of the operational areas in the sandstone sector, although they are small and fragmented at this stage of the program. The analysis of findings of the evaluation suggests, if the program continues and the engagement process with companies, workers and governments are further deepened, then these small changes may turn into a beginning of a transformational change in the long run. This section, therefore, examines and presents direct changes that have occurred due to the influence of the program outputs and processes, specifically from the following perspectives:

3.2.1. Positive changes in working conditions at factory level

- a) Provision of basic facilities: Some visible improvements were reported by the management of companies in their respective factories. Those changes were further validated by the evaluation team during the field visit.
- Toilets: Post the ETI interventions, a factory (out of nine) was reported to have gone for the construction of a toilet for its workers. In another instance, toilets that needed repair work were refurbrished. Some new toilets were constructed in workers' colony of a leading stone exporter's quarry. More so, the company took the initiative to create awareness among workers for its maintenance of toilets and personal hygiene.
- Drinking water facility: At one of the factories in Kota area, a water cooler was reported to have installed after the ETI program interventions. An improved and clean drinking water facility was made available at another factory in Kota after its engagement in ETI program.
- First aid: Worker representatives from 8 factories informed about the availability of first aidkit at the

- workplace. Although most of the factories were following this practice even before joining the ETI program, the casual approach saw a shift from 'can have' to 'must have' practice. One of the factories under the study admitted that this practicewas introduced because of their engagement with ETI.
- Infrastructural improvement: Changes such as leveling out of an uneven floor and building shed for workers to rest were found to have implemented with the influence of the ETI program. One factory manager, in particular, was informed to have benefitted from an ETI session on health and safety which made him understand various facets of the safety risks. Consequently, earth-in for electrical wiring in the factory was reported to have done to prevent risks of accidents at the workplace.
- Provision and use of 'Personal Protective Equipment' (PPEs): Given the buyer's need for compliance with safety norms, and further sensitization of suppliers under the program on the regulatory requirements for safety equipment, seven of nine factories were found to have gone for making mandatory provisions for safety gears to workers.
- (Testimonial- "Initially asking for jackets was difficult. However, now things have changed. Management makes sure that we have new jackets, and they are even replaced every six months. This is partly because of ETI." said by a group of workers in a factory)
- Health Care: Workers of eight companies informed that company took care of expenses for an accident that occurred at the factory site. Reimbursement of medical bills against hospital treatment was found to be a common practice under the influence of the ETI program. A company was reported to have a dedicated vehicle to take workers to the hospitals in case of medical emergency.
- b) Child Labour: No Child labour in factories was reported to be in the practice even before the start of the ETI program. However, the ETI program reinforced companies' commitment further.'Companies were found to have adopted a written policy on prohibition of child labour.
- c) Working hours/attendance maintenance: Three (of 9) companies were found to be maintaining attendance of their workers. These three companies even encouraged workers to use ETI passbook/diary for keeping a record of their work.

3.2.2. Improved companies' ability (individually and as a collective) and willingness to respect workers' rights in their supply chains and correct negative operations when identified

Grievance mechanism: Though most of the companies did not have any formal mechanism for grievance redressal in place, they all agreed that their communications and interactions with workers had slightly improved after the ETI program. All nine companies reported that they engaged with workers directly for the redressal of some of their grievances which were brought to the notices of the management, and subsequently the management took actions.

Four of nine companies have created a separate HR cell to deal with issues and complaints of workers. Although these are few examples of small and slow improvements, they are the beginning of big changes.

3.2.3. Supported and encouraged state government in the protection and remediation of labour rights issues in this supply chain

Since we have had not much of interactions with governmental agencies/departments under the evaluation study, we took impressions of changes from the internal reports entailing minutes of meetings and circulars generated by ETI. As reported, 21 government officials from 16 different departments/agencies participated in the multi-stakeholders events held in Jaipur and Kota. As described in the ETI's internal reports, some of the following decisions were taken in a multi-stakeholder event held in Jaipur on 23 December 2014. These commitments from various bodies of governments indicate that the program enabled them to acknowledge the gaps and thereby expedite efforts towards exercising their duty and power for protection and remediation of labour rights.

- DGMS agreed to increase staff number of Regional Director of Mines;
- The State Labour Department to enforce laws to make managers of mines responsible and accountable for the reporting of violations and record keeping;
- REHAB boards to be constituted in all 18 identified district as a priority;
- Biometric identity cards to be provided to mineworkers which contain record of employment and medical history by the Secretary, Labour, and Employment, Govt. of India;
- Wet drilling to be made compulsory at mining sites. (Mines & Geology Dept. to issue an order)

- REHAB guidelines to be developed
- Mines and Geology Department./Health Dept will converge their resources for implementation of programs for the mine workers.
- Health Dept. will train chest specialist in all government dispensaries to diagnose a patient suffering from silicosis and ensure proper course of treatment.

3.2.4. Catalyzed change in the knowledge, attitudes, and behaviour of those with direct influence on workers' lives

Companies, government, NGOs, and trade unions are those stakeholders who have a direct influence on the workers' lives. Businesses (suppliers) did not know much in detail about growing needs for compliances under national as well as international legislative and voluntary frameworks for practicing ethical and responsible business. Similarly, NGOs and Trade Unions would also not know much about codes and standards and their roles in getting them implemented in close collaborations with businesses and the government. There was not much knowledge available on silicosis as to how does it happen, where it should get detected; and once a worker gets detected, what medical and insurance cover is provided by the government under the state laws. UNGPs were absolutely new subject to all including the government; not many would know about

They all need to continuously update and upgrade their knowledge about matters, issues, and different laws, etc. relating to the sector. The knowledge enhancement through the program was found to have got facilitated and catalyzed the process of desirable changes in attitudes and behavior of stakeholders. ETI, through the sandstone program, successfully disseminated a wide range of information and knowledge on UNGPs and various codes and standards for ethical and responsible business including the ETI Base Code. Additionally, through training, the ETI program provided focused knowledge to stakeholders on silicosis and other hazardous diseases, workplace safety, and rights of workers. These specific training helped ETI in meeting the objective of raising awareness and enhancing the knowledge level of all stakeholders, including companies, NGOs, TUs and government agencies. Everyone, specifically companies and NGOs found this program very useful from the perspective of raising their awareness level on ethical and responsible business practices under various legal and voluntary norms and standards. However, some of the following knowledge enablers were found to be instrumental in catalyzing the

process of change in attitude and behavior that were evident from the following practices:

1. Silicosis detection test conducted: The program helped NGOs to have a better understanding of silicosis. An NGO undertook an initiative to conduct silicosis detection test for 200 mine workers in September 2015. These 200 workers were taken to Ajmer for silicosis test, out of which 114 cases were detected positive. Due to the sustained efforts of the NGO, 71 out of the 114 workers are likely to receive financial aid (Rs. 1 lakh*/worker) by the government shortly.

Between Jan 2015 - June 2016, 164 silicosis patients who were identified by an NGO in Bundi district have been certified by the Pneumoconiosis Board. It has also set up registration desk, and approximately 15 workers are sent every week for the silicosis test. The same NGO ran a series of an awareness campaign on silicosis in the local newspaper for 15 days.

2. Accidental Insurance: An NGO helped 4000 workers to get covered under accidental insurance. Insurance policies and schemes that were discussed in ETI's State Forum on Natural Stone facilitated their efforts in sensitizing the labour to do so. Another NGO played an important role in initiating this discussion at the forum. Premium for the insurance, in some cases, was reported to have been contributed by companies (suppliers).

ID cards for workers: Discussions in the State Forum on Natural Stone (SFNS) helped NGOs learn and apply them to benefit workers. Taking learning from ETI program, NGOs issued ID and attendance cards to workers who had a unique computer generated number issued from the Labour department of Rajasthan and

signed by the *sarpanch* (village head). The ID card helps workers in dealing with labour issues and discrepancies in payment.

3.3. Impacts: Early trends

This section, basis examination of activities, outputs and initial changes, analyses whether the program has set early trends for making impacts in the long term. The outputs and changes combined are seen as early signs and give indications of the likelihood of achieving some intended and unintended impacts. From the analysis of the outputs and changes of the program, it is clear that the program has seemingly enabled them to result in some cumulative outcomes which are articulated as the early signs of making sustainable impacts in the long term. The program is found to have generated following outcomes that are the basis for making assumptions for the program to make impacts in the long run:

- 1. Improved understanding of UNGPs among business, NGOs, TUs and governments
- 2. Increased awareness of requirements for ethical business practices
- 3. Beginning of improvements in working conditions
- 4. Enforcement of relevant laws related to silicosis; making Pneumoconiosis boards active and work, detection of silicosis, and dispensation of compensations to workers or families
- 5. Collective action: Collaborations between Corporate-NGO and NGO-NGO and NGO-TU
- 6. Increased awareness and exposure of workers to TUs
- 7. Beginning of improvements in Health and Safety practices



*1Lakh = 100 000; 1 USD = INR 68 and 1 GBP = INR 84



Therefore, after the careful examination of the outputs and changes vis-à-vis the cumulative outcomes, the evaluation study suggests that the program has set the foundation for making intended long-term impacts in the following areas and processes:

- 1. Socio -economically stability and happiness of workers
- 2. Families & communities improved living conditions
- 3. Business: level playing field for export
- 4. NGOs: inter and intra-sectoral partnerships
- 5. Positive influence on SME sectors other than the sandstone
- 6. Decrease in social conflicts and tensions
- 7. Reduction in silicosis diagnosis and rehabilitation
- 8. Abolition of child/forced labour from the sector
- 9. Reduction in grievances
- 10. Stringent enforcement of laws
- 11. Social security net for workers, etc

Moreover, most importantly, SFNS developing itself as an independent institution for coordinating and facilitating stakeholders to work cohesively to achieve common goals.

3.4. The program: From the lenses of UNGPs & SDGs

3.4.1. The UNGPs and the Program

The United Nations Guiding Principles on Business and Human Rights (UNGPs) are a global standard for preventing and addressing the risk of adverse impacts on human rights linked to business activity. The UNGPs encompass three pillars outlining how states and businesses should implement the framework:

- Pillar 1. The state duty to protect human rights
- Pillar 2.The corporate responsibility to respect human rights
- Pillar 3. Access to remedy for victims of business-related abuses

ETI, which has been working on the rights-based issues specifically concerning rights of workers, brought the UNGPs in its discussions for Sandstone program under FCO Human Rights & Democracy program. The mandate of the program was to improve multi-stakeholder capacity to address human rights impact in the Rajasthan sandstone sector by the UNGPs. Following this, the RSWG members and ETI both, in June 2013, agreed to commission research on the government's approach about the UNGPs along with carrying out needs analysis and collecting baseline data.

Taking forward the agenda, a knowledge session was dedicated on the UNGPs on Business and Human Rights for stakeholders of the sandstone sector in one of the early multi-stakeholders' workshops. It, for the first time, disseminated the knowledge about three pillars of the guiding principles.

The evaluation, therefore, attempted to understand as to how the implementation of the program had some direct or indirect alignment with UNGPs, and how the program complemented the efforts of UNGPs that demanded cumulative actions from business and governments towards ensuring protection and respect of human rights. We, therefore, did the mapping of each of the program activities with the 'foundational' and 'operational' principles under three pillars of the UN guiding principles on human rights.

1. The ETI program made attempts to engage with government agencies along with State Human Rights Commission (SHRC) of Rajasthan. Although the process of engaging government agencies was made in the program, it was reported (ETI reports) that the program successfully delivered some activities to meet some of the expected output commitments under the FCO framework of the program.

Results: The outputs related to raising awareness, however, were limited to the knowledge building exercises only. Some of them were achieved. According to the ETI reports, the program was found to have



Shop floor training by ETI Staff to workers

influenced the governmental agencies in terms of advocacy and lobbying for many issues such as setting up Pneumoconiosis Boards on silicosis, detection of silicosis, compensation to workers & families, and wet drilling in mining, etc. If the claimed achievements are exact, then the analysis says that the program has met the intended purpose. Further, it is also <u>presumed</u> that the partial involvement and interaction with governmental agencies in the program would have resulted in reminding their (governments) roles and duties towards taking steps for guaranteeing the protection of rights.

However, for the evaluation team, who engaged with two officials only, info gathered from them did not provide enough material to examine the claims made by ETI. It was challenging for the evaluation team to ascertain how impactful the process of engagements was for the governmental agencies to take commitments on themselves to work closely with companies and other stakeholders towards protection of rights against human rights abuses. While some successes the program has certainly made, it is suggested that engagement with governments are more structured and deepened for removal of such confusions in the future.

2. The ETI program worked its best in sensitizing businesses to understand their responsibilities towards respecting human rights under pillar 2 of the UNGPs. ETI reached out to businesses and was found very successful in transpiring the message through multi-stakeholder dialogues that the workers' rights were somehow denied on providing workers access to decent working and standard of living, safety at workplace, better health, grievance redressal, living wages, equal wage system for women, freedom of associations, collective bargaining, and minimum facilities at work places such as drinking water, toilets, and shed etc.

Results: In the mapping of results of activities vis-a-vis UNGPs, the study finds that ETI program has been successful in raising the awareness level of companies on the issues of poor working conditions. Companies recognized the contribution of the program in making them know many things that they were completely ignorant about. They were found comfortable while discussing these issues. They admit now that entitlements and privileges of workers are their rights which must be respected by them under any conditions and circumstances.

While some activities were not planned to keep in mind the UNGPs, the results of those activities in the hindsight were found to have achieved which are in

- alignment with some of the operational principles of Pillar-2 of the UN Guiding Principles on Business and Human Rights in the following areas:
- Policy commitment: decisions for effecting improvements are approved by the owners or the senior level person of the business enterprise.
- Changes are reflected in the operational policies and procedures necessary to embed it throughout the business enterprise.
- Getting involved in meaningful consultation with workers and other stakeholders.
- 3. Consequently, upon sharing of knowledge about business' responsibilities towards improving working conditions, suppliers have started undertaking some initiatives which are in preliminary phases and fragmented at this point, though. Evidence show that the ETI program has facilitated companies (suppliers) understand the gaps in non-conformance and therefore encouraging them to undertake steps towards improving them. Many such steps have been taken which can be seen as remedial measures for some of those policies and practices that were directly involved in a breach of human rights. The pillar no 3 of the UNGPs seeks governments and companies to undertake steps towards providing access to remedies.
- The ETI sandstone program has been found infusing accountability in companies to adopt policies and practices that are directed to bring improvements in working conditions.
- The program has sensitized businesses to establish a formal or informal internal mechanism for grievance redressal. Companies do accept the criticality and importance of grievance redressal, and therefore most of them have established an informal mechanism to redress while a few only have gone for establishing a formal mechanism for the redressal of complaints.

Critical observations and recommendations: A majority of the program activities done are found to have been linked to Pillar 2 and 3 of UNGPs and there fore making potential impacts in those areas of UNGPs. ETI is recommended to take activities that can make visible impacts on pillar 1 of the UNGPs. Therefore, as recommended later in this report, ETI should engage more with the governmental agencies for enforcement of laws, making new laws or bringing amendments in them to ensure that no agencies violate human rights.

3.4.2. The SDGs and the Program: an underlying positive impact

The ETI program launched in 2012 was not designed to meet the Sustainable Development Goals (SDGs) which were under formulation and not officially launched in 2012/13. The SDGs were officially launched in 2015, the year ETI program was coming to an end. This was, therefore, not made part of the scope of work for independent evaluation. The evaluation team, however, thought to include the evaluation of the program vis-àvis Goal 8 of the SDGs as the program in the hindsight is found to have supported and complimented the SDGs. "Promote inclusive and sustainable economic growth, employment and decent work for all" is the Goal 8 of the SDGs which have 12 specific targets.

In the larger interest of looking at the program impacts and effectiveness from the lenses of SDGs too, the evaluation team made an effort to evaluate activities and results of the program by allowing them to pass through all 17 goals of the SDGs. The team did not intend to do a thorough auditing of the program vis-à-vis SDGs, yet it decided to examine the potential underlying impact of the program that might have supported SDGs, at least in meeting some of its goals and targets broadly, if not exhaustively.

The Sustainable Development Goals (SDGs) aim to encourage sustained economic growth by achieving higher levels of productivity and through technological innovation. Promoting policies that encourage entrepreneurship and job creation are key to this, as are effective measures to eradicate forced labour, slavery, and human trafficking. With these targets in mind, the goal is to achieve full and productive employment, and decent work, for all women and men by 2030, which matches to a greater extent with the objective and agenda of ETI. Therefore, policies and workagenda of ETI in general and

the program, in particular, is very much in alignment with supporting and promoting decent work in global supply chains under Goal 8 of the SDGs.

The promotion of improving working conditions in global supply chains of ETI has contributed to several of the Agenda's goals and targets. Although the program aimed at improving the working conditions in member companies' supply chain, the expected spillover impact of the program included, but not limited to, the goals of ending poverty (Goal 1) through advocacy for equal opportunity and living wages; promoting gender equality (goal 5) through equality and no discrimination policy at workplace; facilitating companies for building inclusive and sustainable industries (Goal 9) through integrating ethical and responsible business policies and practices; and strengthening partnerships for sustainable development (Goal 17) through developing local partnerships, etc.

The activities and results of the ETI program as discussed in Chapter 2 & 3 are found to be meeting, in part, the following three targets (of 12) of Goal 8 of the SDGs:

- By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value;
- Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its manifestations:

Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular, women migrants, and those in precarious employment



Use of water for suppression of dust while cutting of stone blocks



Life other than the quarry

3.5. ETI members: Did the program meet expectations

The program was designed initially in consultation with the RSWG. The members, under business commitment to ethical sourcing of sandstones, wanted their Indian suppliers to follow some of the minimum requirements for conducting ethical and responsible business. The members were concerned about many irresponsible practices as outlined in 1.2 in sub-chapter.

The expectation of the stone group members of ETI from the program was to provide facilitations to their suppliers on bringing sustainable improvement in business practices so that most of the sector's concerns were addressed. This would, therefore, help members ensure ethical sourcing of stones and enable them to do ethical business with suppliers sustainably.

The evaluation tried to answer the question, "Whether the program met expectations of the ETI members." Following observations in this regard have been made:

- 1. All of them unanimously agreed and said that the program generated and enhanced 'knowledge' on the ethical and responsible practices among their suppliers which were absent earlier before the start of the program; this program has benefitted their suppliers immensely.
- 2. The program has helped members also understand and know some of the Rajasthan's cultural and social contexts which are needed to be considered while planning and implementing business policies and practices.
- 3. In recognition of the success of the program, they all uniformly admitted that the initial approaches to it were excellent as they helped in reaching out to almost all the stakeholders in bringing them together on a platform, something which was indeed a very challenging task.

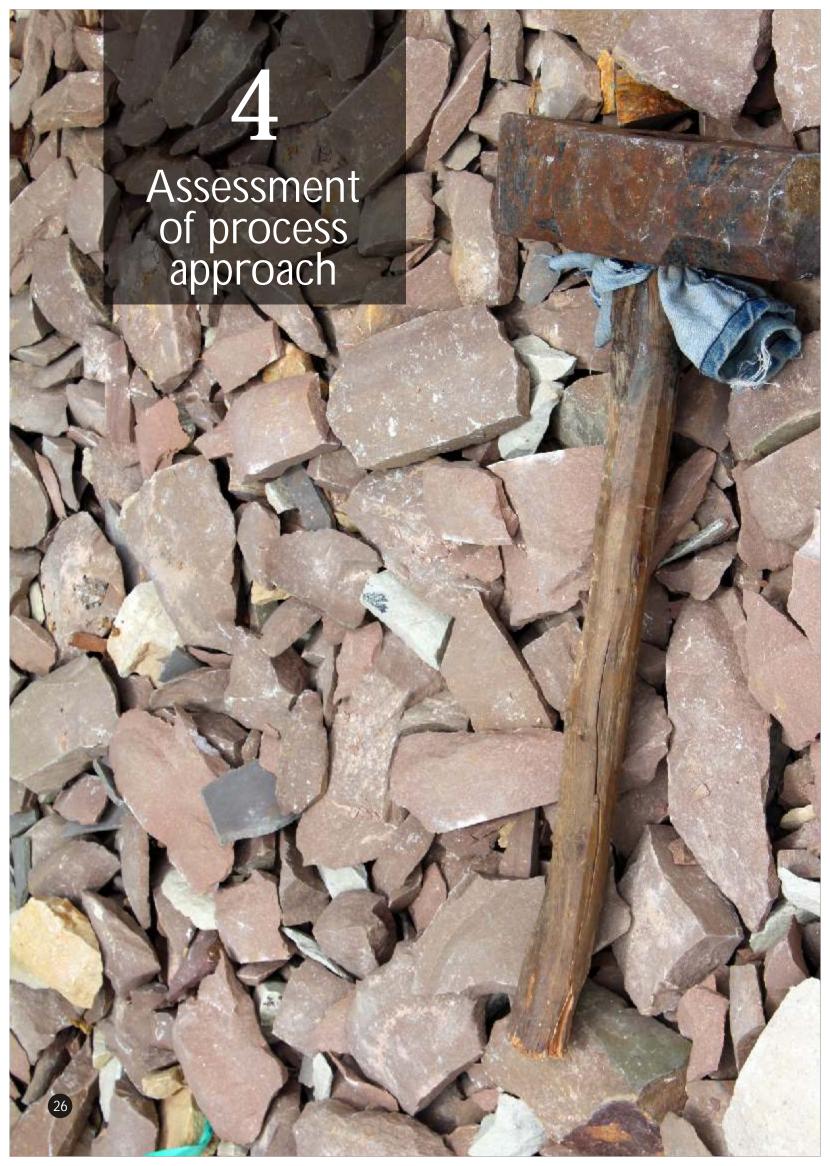
- 4. The program has successfully prepared stakeholders of the sector to work collectively and therefore facilitated them to come together to discuss a wide range of issues associated with the business.
- 5. The discussion, however, could not be taken forward to the level of actions to the satisfaction of the members. Therefore, they found this program limited to "talk and talk only."
- 6. The program, therefore, has been found to have made some modest successes, though; they are found 'not enough' to a majority of members (whom we interacted with under the study).
- 7. Members felt that activities were not planned properly to translate those deliberations into actions on the ground. ETI seemed to have lost the opportunity to capitalize the initial successes for converting them to bigger gains.
- 8. For some of the members, ETI was not helping them in reaping the extra mile benefits viz. awarding certification as compared to other certification organisations. Therefore, staying invested in ETI and its program was not found commercially beneficial as it was becoming economically unviable for them to work with ETI and other agencies separately. The concern was told by a supplier too. It is however important for these companies to understand that ETI's mandate is to help and facilitate companies to improve working conditions under the framework of doing ethical and responsible business. ETI is not an organisation that certifies or issues certifications like other organisations do.
- 9. On being asked to those who quit the ETI membership, "whether they would wish to reconsider their decision and come back to the Group?"

 The ex-members were very positive and said, "They will not mind coming back if they find their expectations are met from their association with ETI." One of the ex-members, while appreciating ETI for its dedicated missionary work, committed to contributing to the RSWG group voluntarily.





Bathroom/toilet with water tank



This chapter assesses the selection of process approaches to planning, implementation, monitoring and communications of the program and their effectiveness in meeting the desired outputs/outcomes. We have made our observations on the process approaches and their effectiveness from our limited interactions with the team of ETI, our interactions with stakeholders during the field study, and mostly through review and evaluation of various reports and MoMs.

4.1. Process approach to planning & designing

Observations:

- 1. In an evaluation of the planning approach, the evaluation study found that ETI adopted an 'iterative'* approach to planning in the inception phase which was converted into 'flexible' approach later while going forward in the execution phase.
- 2. The iterative approach to the program planning was found to be first determined by a business need of the UK based companies who were sourcing sandstone from Rajasthan, India. The ETI Sandstone Program was conceived and developed accordingly.
- 3. The funding requirements of the program then enabled change in its approach to planning. It was finally made flexible to accommodate and align the initial rationales for the program with a new program objectives/purpose that aimed to improve multi-stakeholder capacity to address human tights impact in the Rajasthan sandstone sector in accordance with the UNGPs under FCO Human Rights and Democracy program.
- 4. However, the planning approach to the program in its 'execution phase' was found to have undergone a change again. It focused on doing those things that met the business requirements of buyers, suppliers, and other stakeholders while keeping those business needs aligned and integrated into its commitments to realizing objectives of the 'inception phase.'
- 5. The strategic approach to the program planning and designing was found to be the top-down approach since policy decisions were mostly taken by the apex team of people (ETI and its members) in London.

Analysis & Findings:

The process approach to the program planning and designing in the inception phase was not fixed. Therefore, the 'objective/purpose' of the program underwent multiple shifts, from business driven needs to adjust those needs with the requirements of funding partner, and finally to achieving new and bigger objectives by

keeping them aligned with the outputs of the approved program and the requirements of business needs.

The change or shift in goal posts of the ETI program in the inception phase, however, was found to have enriched the original idea of the program which was earlier conceived for making limited interventions for meeting business needs of the UK-based buyer companies. Therefore the FCO program emboldened and broadened the horizon of the program objectives with clearly defined outputs. It was a value addition to the program as it added a new dimension on labour rights under the framework of UNGPs. However, making the program accommodative when it entered the execution phase was an excellent and welcome approach to the planning process.

4.2. Process approach to program implementation

Observations:

program

ETI was reported to have adopted following approaches for the program implementation:

- a. Materiality approaches for mapping of key stakeholders and critical issues
- b. Consultative approach to engaging stakeholders
- c. Consensus building and collaborative approach for partnerships
- d. Advocacy and lobbying with governments and industries for policy change and effective enforcement e. Self-sustaining approach for sustainability of the



^{*} A process for arriving at a decision or a desired result by repeating rounds of analysis or a cycle of operations. The objective is to bring the desired decision or result closer to discovery with each repetition (iteration). Link: http://businessdictionary.com/definition/iterative-process.html

Analysis & Findings

The mapping of key stakeholders and local issues was critical for the program implementation. The study observes that stakeholders were broadly mapped along with the local issues. However, the study also suggests that there are rooms for improvements for identification of right ones within the broader stakeholder groups, especially in NGOs, trade unions and governments.

The consultative approach was found to be very fruitful as it brought all the stakeholders together. This particular approach was found to have helped ETI in raising awareness on UNGPs and ethical trading practices, developing trusts and respect for each other and building consensus for collective actions.

Formation of RSWG India and SNFS was the outcome of ETI's approach to ensuring sustainability.

4.3. Processes for Financial management & audit

This was out of the scope of the current evaluation. Therefore, this report does not make any observation and comments on the financial management and audits.

4.4. Process approach: M&E

Observations

- 1. ETI adopted the practice of monitoring to be conducted internally by its own team. Monitoring of the program was found to have done at regular intervals. A project completion exercise was also conducted by the internal team of ETI.
- 2. The evaluation was planned to be done by an external third party with an aim to maintain complete transparency and accountability on the performance of the program while taking learnings from the evaluation(s) to bring improvements in the program planning and deliveries. One is currently underway.

Analysis & Findings

ETI was found to be monitoring the performance of the program processes and implementation. Since monitoring was exercised mostly by the internal team member who was involved in the program implementation, the probabilities of internal biases cannot be ruled out. A final project completion report was generated, apparently for the funding partner. It served the purpose of the first level of the evaluation conducted internally. It is a good practice.

4.5. Process approach to communications and reporting

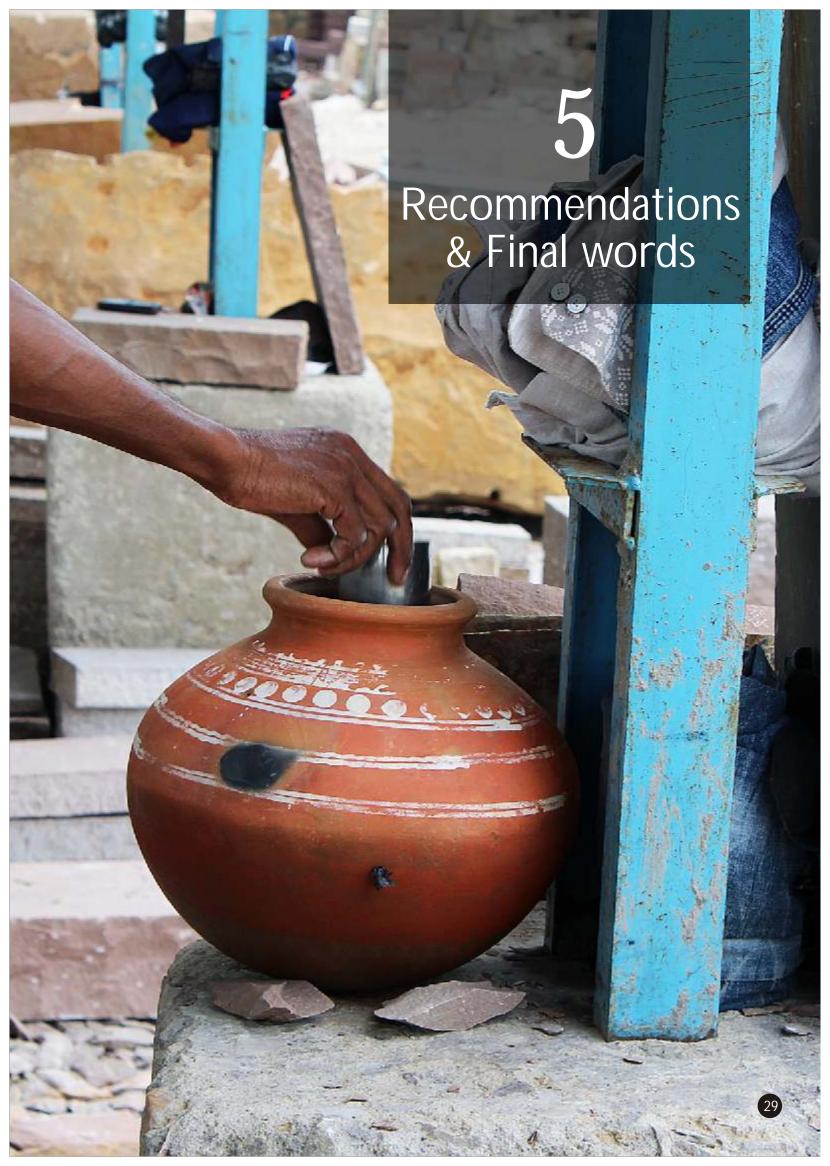
Observations:

- 1. The process approach to communication in the program throughout was found to have made efforts to remain accountable to ETI members and donors of the program by maintaining transparency and feeding them with info regularly;
- 2. The communication approach of the program was found to be made interactive with stakeholders of the program area (universe). The two-way communications between ETI and its stakeholders helped the program receive feedbacks on the program execution;
- 3. The program generated some research papers, reports and knowledge documents. Keeping in mind the stakeholders, some knowledge documents, and info packs were printed in bilinguals English and Hindi.
- 4. However, reports with results were found to have not adequately supported with evidence, nor vetted by the partner organizations or associates.

Analysis and Findings

The transparent and interactive approach to external communication of the program created a high degree of credibility among stakeholders, especially among the local stakeholders. It was critical for ETI to bring stakeholders together which apparently was made possible through implementation of a good communication strategy. Development of a brochure on silicosis and Passbook was an effective way to communicate with workers. However, their use was found limited. Other knowledge documents and information packs were found to be informative; shared relevant and complete knowledge mainly with ETI members and suppliers, and to some extent with NGOs. Ethical Trade Initiative, for internal communications, was found to have generated many documents such as minutes of meetings and reports.

However, looking at the length and breadth of the engagement of ETI with stakeholders, relevant reporting and documentation are found insufficient; seemed not much has been developed and accordingly communicated. Further, the claim for results/achievements without evidence does not stand anywhere. Besides, they will potentially make a dent on the reputation of ETI.



The following recommendations are made based on the critical findings. This section looked through some of the areas in the program for improvements which were tried by answering some guestions such as:

What could the program have done differently? Did the program meet objectives and yield desired results? Were the processes and approaches of the program efficient and robust enough to make the program more effective?

Based on our professional understanding of the subject and the findings of the program implementation, processes, and results, we tried to look through some of the analysis that at some of the gaps and areas for improvement.

1. Make the program inclusive: The policy mandate of working with suppliers of the UK buyers only has been found restrictive. ETI is currently working with 18 companies (suppliers) under the program against a large number of companies in the sandstone sector, including approx. 1800 mines/quarries. Progress under the program as achieved in those small number of companies may not sustain in the long term if the improvement does not happen across.

ETI should consider removing the 'exclusivity' of working with suppliers only from the program and bring more companies into the fold under a large program for a greater and sustainable impact. Therefore, the program mandate is recommended for a policy review.

2. ETI Base Code should be made integral part the program agenda: It is one of the finest bench marking tools on ethical and responsible practices for companies. Although the program interventions are found to be touching upon a large number issues that are well covered under the nine areas of ETI code, the use of the same was found to be underplayed in the ETI program. There were common agendas, yet the ETI code was overpowered by the leading program agenda for improving the capacity of stakeholders to address human rights impacts under the UNGPs framework in the beginning, and later by select limited issues such as silicosis, workplace safety, and improved facilities at workplaces.

It is therefore recommended that ETI Base Code should be used for any work which is associated with labour rights and working conditions. The code is further very useful for measuring the performance of program activities vis-à-vis multiple indicators of nine codes. The program in future, therefore, should be tailor-made to include and integrate the ETI code in it. 3. Be strategic: Since the sandstone sector is huge and Rajasthan state is geographically big too, the program interventions were found to be spread thin across the districts of Jaipur, Karauli, Ajmer, Bundi, Kota, and Jodhpur. Further, issues were different for different locations. The program with uniform approach and activities could not address specific needs of mines and factories of different locations.

Given the geographical vastness and the bigger number of quarries and processing units, a strategic approach is recommended for consideration of ETI. Under the approach, ETI, suiting to the needs of the ETI members, should categorize and pick up specific regions as the 'universe' with the identified issues of the universe and work for 3 years minimum. The consolidated positive impacts of the program from the programming universe will then be visible to make impacts on others. Then only, the program should go for replication and upscale of it in other regions.

4. Enhance engagement of workers: While the engagement with stakeholders is reported to be one of the successes of the program, the engagement with workers however was found to be below the expected levels. There were two occasions when the program witnessed a small representation of workers at the strategic multi-stakeholder consultation/meetings. At the operational level too, there were instances of direct engagement but was not found to be adequate enough for this scale of the program. The study finds that workers are not adequately aware of their entitlements and rights. Awareness of workers on their rights was so low in the program that it was difficult for them to understand what the ideal situation holds. What should their yardstick be to compare against? How should the workers be organized to speak up about their issues? Moreover, even more, prominent question- what are their fundamental rights?

Since the program is workers centric, ETI, in consultation with workers, should plan the program strategy and activities. There should be more activities planned in the program to engage and/or engage with workers.



A separate strategy to reach out to workers should be chalked out in consultation with companies' management, workers' organizations, NGOs and trade unions. It is therefore recommended to take appropriate strategies to include more workers in the program. The direct engagement with workers should ensure their participation in decision making, action planning as well as in implementation.

5. Improve engagement with governments: The government is the key stakeholder for this program as it has the duty to protect rights of workers and bring improvement in working conditions by legislating and enforcing the Acts and laws. Although the program did involve governmental agencies in events, there was not enough evidence of engagement with them gone beyond their participation in events. It was expressed by the two respondents- one from the dept. of health and another from SHRC. This was found to be a gap in the program.

ETI, therefore, is suggested to adopt a strategy for deeper engagement with governments. ETI should plan activities which involve government agencies to play their roles in effective enforcement of laws and take actions for remedying human rights abuse.

6. Engage with 'right' officials in the government: 21 officials from 16 different governmental agencies and departments were reported to have participated in the multi-stakeholders events, it was not clear what rank, position, and authority they all held. It is important that officials engaged in the program should be in positions who have the authority to take or facilitate decisions for influencing changes in the system.

It is recommended that ETI should develop a list of right officials and engage them accordingly in the program. The government officials such as secretaries, collectors and public representatives like MPs, MLAs and Panchayat leaders

7. 'One size fit all,' not a good strategy: Companies (18 suppliers) engaged in the program are found to be in different levels to their size, knowledge, and practices. The program adopted a uniform approach to engaging with these companies. 'One size fit all' strategy was observed to be unexciting for some large size companies whose requirements were different from the small companies.

The ETI is therefore suggested to adopt a multi-prong strategy and approach to engaging with companies at different levels of understanding and practices. However to have uniformity in its approaches, ETI can classify

companies into three categories (low-medium-high) and the customized strategies and approaches, therefore, should be adopted to cater to the specific needs and requirements of companies of three categories accordingly.

8. Over dependence on one NGO: The study found that ETI engaged with 12 NGOs in the program. NGOs participated in the multi-stakeholder events, and, in some cases, beyond the events as well. However, the study in its analysis finds that the ETI program was dependent on a Jaipur-based NGO, Aravali; rather, in our assessment, it was found to be over-dependent on it and its partners or associates. In fact, all four of 12 with whom we interacted were found to be associates of Aravali. We could not find the reason as to why there was so much of dependence on Aravali when it did not acknowledge ETI as a partner. It also claimed many things that they already had done in the area of improving conditions of workers and their families in the sandstone sector even before the ETI program was launched.

Although Aravali is a good network non-governmental organization, there are many equally good NGOs in Rajasthan whose participation would widen the program range, knowledge multiplicity, and geographical diversity.

- 9. Monitoring should be improved: Monitoring of the program is done internally by the local ETI team. In order to remove the probability of biases, ETI is recommended for institutionalizing the monitoring of the program by a cross-functional internal team of ETI. It would be desirable for RSWG, India, and SFNS to involve themselves in monitoring. A small team of SFNS members is suggested to be constituted who can monitor the progress of the program.
- 10. Communication of Progress (CoP): The program reported initial successes by achieving a significant number of the outputs. Some periodic and small changes in practices at factory sites and in the facilitation of NGOs in improving conditions were found to have started happening. Although some of these successes and changes were captured in reports for the record keeping and internal communications, the circulation of the same was limited. It apparently did not reach all. Stakeholders would have been benefitted more with the sharing of knowledge and dissemination had they been widely and regularly circulated. There was no standard approach and guideline to it.

Therefore, it is suggested that ETI considers publication of a monthly newsletter in English and Hindi for sharing the same with external stakeholders and ETI members.

The newsletter should be made simple and less text heavy with some testimonials and photographs from the ground Zero included in it. ETI is also recommended for the publication of an annual CoP essentially for communicating the progress with stakeholders.

11. Evidence-based results: Several reports are found to have communicated about the results that the program has achieved. Our observation is that most of these results, especially with regard to engagement with governments, as reported were not found adequately substantiated with evidence. This makes the claim weak and carries potential risks of being questioned on the ethical integrity. Nor did these reports ever offer due acknowledgment and credit to partner organizations or associates. Since ETI works in partnerships, achievements are desirable to be acknowledged and shared. It is very risky for the reputation of ETI.

Therefore, it is suggested that a proper SoP is developed for the documentation of the program achievements; achievements are internally and externally vetted by partners/associates of the program, and also, as far as possible, by an independent evaluator. The authenticity of the results must be guaranteed before it is communicated externally.

12. The program sustainability: The program in all likelihood will face a serious problem of sustaining on its own if ETI exits from it now at this stage. The initial successes and outputs of the program are also likely to get adversely impacted in terms of sustaining on their own in the long term. The SFNS, a forum of stakeholders, has been created to serve the purpose of leading the program in future from the front after ETI. The SFNS needed to be freed from dependency and made an independent institution.

We strongly recommend to include activities to build the capability of SFNS as the critical element of the program. Activities including training and exposure visits must empower them to become an independent institution in all terms, such that it has the capability to attain technical, professional and financial independence by the end of 2017. ETI may, however, wish to remain in the program for another three years until the capability of SFNS is ensured.

Final words

1) ETI must be commended for the successful accomplishment of the program from the perspective of meeting the primary objectives of raising the issue of poor working conditions and unethical business practices before suppliers of sandstone to their European buyers.

- 2) The program has been successful in bringing all the critical stakeholders together and in creating a positive and constructive environment for all to work together under a common agenda.
- 3) ETI should be applauded for using the power of dialogue and consultations as the main tools for finding solutions of a much complex and potentially high-risk program.
- 4) ETI should be appreciated much for laying a strong foundation for the responsible business practices among small and medium enterprises (SMEs) which have not been brought under the watch in India as yet; it has the merit to become the case for the governments and CSR practitioners to showcase and promote responsible business practices in SME sector.
- 5) The program successfully aligned its activities with the UNGPs, a relatively new global framework on business and human rights. It will give a boost to rolling out UNGPs in India.
- 6) The program, by default, gets aligned with Goal 8 of the SDGs, a global sustainability commitment to be achieved by 2030. This makes the program unique because SDGs are found to have been aligned with the program.
- 7) The positive impact of this program for responsible business practices will give a boost to the implementation of Section 135 of the Companies Act 2013 which makes CSR obligatory for a certain type of companies.

Finally, "ETI will be remembered as a change maker.....
ETI and its members should be given full credit for being perhaps the first organization to initiate a structured program to bring improvements in working conditions in sandstone mining, quarries and factories in Rajasthan [in India]."



Display of safety posters & instructions



RESEARCH METHODOLOGY AND APPROACH (Annexure -I)

Independent evaluation of impacts and changes from the ETI Rajasthan Sandstone Programme

For the evaluation study, 'Interview Schedule' for each stakeholder was designed, with both qualitative and quantitative components of the evaluation. We have used screening, scoping and detailed analysis methodology for the evaluation of impacts of the program.

Stakeholder	Sample size	Methodology	Approach
Workers	29	Semi structured questionnaires + Personal Interviews + Focus Group Discussion The approach and methodology deployed for the evaluation of impacts included a collection of both primary and secondary data. • Secondary research involved collating, synthesizing and analyzing the literature available in the form of old reports, official documents, minutes of the meetings. • Primary data was obtained through both qualitative and quantitative methods • Qualitative data was collected through field visits/site walks, FGDs, and stakeholders' consultations while quantitative data was gathered through the use of predefined questionnaires. Medium of data collection: Personal visit to the site	The interview and FGD focused majorly on the engagement with workers, changes seen on ground affecting the workers, challenges faced by workers and recommendations by them.

Stakeholder	Sample size	Methodology	Approach
Number of companies* visited (factory + quarry)	8 + 1	Data was obtained through semi- structured in-depth interview. Medium of data collection: Personal visit to the site/office.	The interview focused majorly upon motivation to join ETI program, outcomes for the suppliers, challenges, and recommendations for taking the program to the next level.
Company owners + managers	14		
NGOs	4	Data was obtained through semi- structured in-depth interview. Medium of data collection: Personal visit to the site.	The interview focused majorly upon association with ETI's program and motivation to participate in the joint effort, outcomes for the NGO, challenges, and recommendations for future.
ETI program Coordinator	1	Data was obtained through semistructured in-depth interview. Medium of data collection: Personal visit.	The interview majorly focused on understanding the program, its goals and objectives, ETI model, the outcome achieved, challenges faced and future vision.
State Human Rights Commission (SHRC), Rajasthan	1	Data was obtained through semi- structured in-depth interview. Medium of data collection: One on one discussion in person	The interview tried to understand the involvement of SHRC in the program, role designed and played, and to capture comments/views on the overall program, outcomes, and to take suggestions for improvements

^{*8} Nos of companies (suppliers)
1 quarry/mining company

Stakeholder	Sample size	Methodology	Approach
Government	1	Data was obtained through semi- structured in-depth interview. Medium of data collection: One on one virtual discussion (over the phone)	The interview tried to understand the involvement of Govt. in general and the department in particular in the program, role designed and played, and to capture comments/views on the overall program, outcomes, and to take suggestions for improvements
Ex ETI company members	2	Data was obtained through semi- structured in-depth interview. Medium of data collection: One on one virtual discussion (over the phone)	Tried to understand the ex- members' assessments about the program, their expectations, and support. Also, their feedback on the program's outcomes and recommendations along with reasons for leaving ETI
ETI members (2 company members + 1 NGO member	3	Data was obtained through semi- structured in-depth interview. Medium of data collection: One on one virtual discussion (over the phone)	Tried to understand the members' views on the program, their expectations, and support. Also, their feedback on the program's outcomes and recommendations
Independent Evaluator (London)	1	Data was obtained through semi- structured in-depth interview. Medium of data collection: One on one virtual discussion (over the phone)	Shared findings of the study and also mapped the program's alignment with UNGP and analyses of outputs and outcomes of the program in UNGP framework
Trade Union	1	Data was obtained through semi- structured in-depth interview. Medium of data collection: One on one virtual discussion (over the phone)	The interview focused majorly upon association with ETI's program and motivation to participate in the joint effort, outcomes for the TUs, challenges, and recommendations for future







